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NATAL TOWN & REGIONAL PLANNING REPORTS: VOLUME 27



A PLAN FOR ST. LUCIA

A PLAN FOR THE ST. LUCIA ESTUARY

A PLANNING REPORT BY THE
DIRECTOR, TOWN AND REGIONAL
PLANNING

NATAL PROVINCIAL ADMINISTRATION

G.N. van Zyl

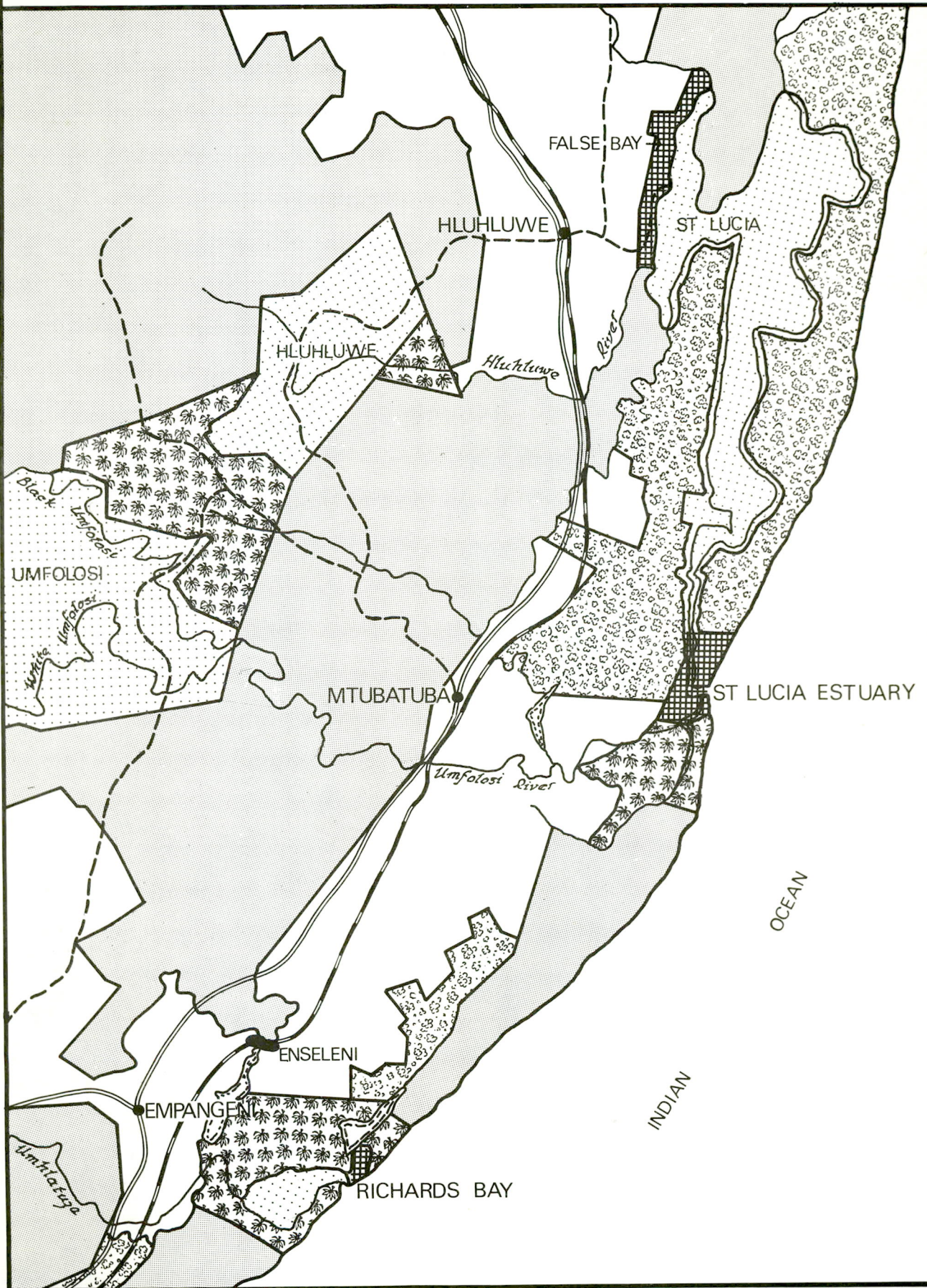
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ST LUCIA ESTUARY ; SITUATION - POSISIE



 BANTU AREA
BANTOEGBIED

 STATE LAND
STAATSGROND

 FOREST RESERVE
BOSRESERVAAT

 GAME RESERVE
WILDTUIN

 NATURE RESERVE
NATUURRESERVAAT

 PARKS
PARKE

SCALE 1 500 000



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1.0 ST. LUCIA IN REGIONAL CONTEXT

By road the St. Lucia estuary is situated approximately eighty kilometres north of Richards Bay, although, along the coast the distance is only fifty kilometres. The estuary forms a connection, by means of a long narrow canal, between the St. Lucia Lake and the Indian Ocean. Approximately twenty-five kilometres west of the village of St. Lucia Estuary, lies Mtubatuba, the closest railway station and the point of junction with the National Road N.14/6, both of which run from North to South through Zululand. Hluhluwe is situated fifty kilometres north of Mtubatuba, and Kwambonambi twenty kilometres to the south. The Mfolozi and Hluhluwe game reserves lie to the west within easy reach of St. Lucia while St. Lucia Lake extends over a distance of more than fifty kilometres northwards with places worth seeing such as Charter's Creek, Fanies Island and False Bay Park on the edge of the lake. Maphelane lies only four kilometres south of St. Lucia as the crow flies, but to get there by car requires a drive of over eighty kilometres on a barely passable road. Here, some of the most beautiful natural forest in Zululand can be found.

It appears that the St. Lucia Lake already has a particular attraction for tourists if the number of visitors and inquiries for accommodation at places such as St. Lucia Estuary, Charter's Creek, Fanies Island and False Bay Park are taken into account. Although St. Lucia lies about 550 kilometres from the Witwatersrand (on a partly dirt road), a survey during the 1972 Easter Weekend showed that just under forty per cent of all the visitors at the St. Lucia Estuary were from the Rand and its vicinity. Nearly sixty per cent of the visitors came from the Transvaal. (Only just about thirty-five per cent of the visitors were Natalians – local visitors included).

Among angling enthusiasts, the St. Lucia Lake area enjoys country-wide renown for its rock, surf and deep-sea angling and is therefore a major centre of attraction for weekend visitors and holiday-makers from all over the country and also from outside the borders. As a holiday resort which offers natural surroundings for outings on foot, by car or by boat, St. Lucia also has great potential, especially since road communications to the south and north and between Mtubatuba and St. Lucia Estuary have been improved. To the north, approximately sixty kilometres of road must still be tarred to provide a

completely tarred link with the Pretoria—Witwatersrand—Vereeniging complex (P.W.V.)

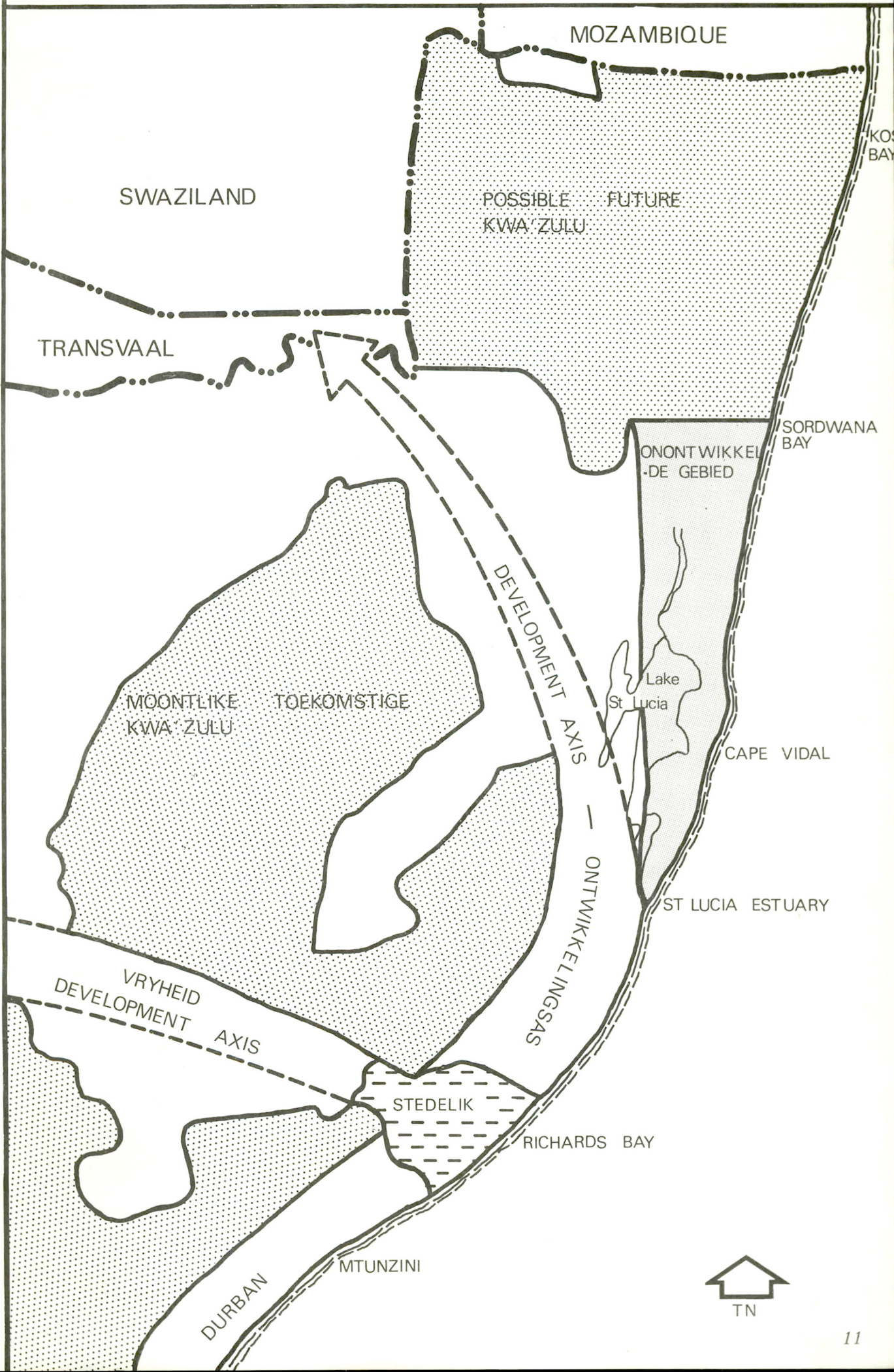
Once this link has been completed, it is expected that a large number of the weekend visitors and holiday-makers who travel from the P.W.V. area to Durban and the South Coast, will look to the Zululand coast for a closer resort. Zululand will probably also intercept some of the Transvaal visitors to Lourenço Marques.

This situation could cause a great increase in the existing demand for more weekend and holiday accommodation over the whole spectrum from rough open camping to the most sophisticated hotel accommodation.

There is an urgent need for a regional development plan for Zululand, particularly for open air recreation so as to prevent the unplanned development of this type of holiday accommodation. Unplanned development could result in chaotic conditions.

Even before such a plan has been prepared, however, it is necessary that guidance should be given to those potential resorts which are pressed to provide recreation facilities. The rôle of St. Lucia in the Zululand of the future, must therefore, be evaluated on the information now available. This has been illustrated on the accompanying plan and discussed in paragraph 4.0.

ZULULAND



2.0 THE ST. LUCIA ESTUARY

2.1 HISTORICAL BACKGROUND

The area around the St. Lucia lake was originally inhabited by native tribes – the Lalas and Tongas. They called the lake *Cwebeni las Entlengeni* – the lagoon of rafts.

It is not known when the Portuguese reached it for the first time, but the lake was known to them as *Rio de Medaos do Ouro* (river of the dawns of gold). During 1554 a Portuguese ship, the *Saint Benedict*, was stranded close to the Bashee River. Under the leadership of their navigator, Manuel Pevestrelo, the survivors tried to walk to Lourenço Marques. In June that year they reached the present Tugela and called it St. Lusía.

As a result of this ship-wreck, Pevestrelo was ordered by the Portuguese government to explore the coast and to search for safe anchorages for storm threatened ships. Whilst sailing along the coast for three and a half months during 1575, he applied the name St. Lusía to the present St. Lucia Lake (St. Lusía with an s is apparently a Portuguese Saint).

As a precautionary measure against the possibility of a foreign power taking possession of the lake, the Natal settlers persuaded Zulu chief Mpanda to place it under the British flag. Natalians have always considered St. Lucia to be of great potential value as a harbour; it would have been especially useful for exporting ivory as hunting parties camped there every year. This however, appeared to be impossible due to the lake being very shallow and encircled by sandbanks. Attempts to develop St. Lucia as an export centre were therefore unsuccessful.

After the Zulu wars the Boers of the *New Republic* (Vryheid) obtained St. Lucia together with other areas in exchange for assistance rendered to Dinizulu in his battles against opposing Zulu captains. It was decided to lay out a town at St. Lucia which would have served as a trade outlet. A German trading firm, however, was also interested in such a possibility. Consequently, one of their agents visited the area in November, 1884 and claiming that the firm had bought the area, plus 100 000 acres of adjoining land for fifty pounds and annexed it as German territory. When the British authorities heard about this, a ship was sent there post haste and the *Union Jack* again flew over the area in the same year (1884).

During 1902 the Zululand coast was explored by a survey party led by C.W. Methven. It was not very impressed with the lake, as both it and the estuary were silted up. It expressed interest in the wild life, and in particular in the birds and crocodiles.

The first township lots (no.'s 1-11), which form part of the present town area, were surveyed during November, 1928, by A. Lament-Forbes. Lots 12 to 23 were surveyed during June, 1930 and lots 24 to 50 during January, 1934 by Carl Schelin.

The first Health Committee was established during 1940 and was called the *Health Committee of St. Lucia Park*. On the 31st July, 1956, this Health Committee was abolished and a new health committee, the *St. Lucia-Estuary Health Committee*, was established on the 1st August, 1956 by Proclamation No. 54 of 1956.

By 1952 the silting up of the lake had reached its peak and the mouth was closed. St. Lucia-Estuary itself was a *ghost town*. The Provincial Administration then started reclamation operations, and the mouth of the lake was dredged open. The link road to Mtubatuba was re-routed and tarred during 1965 and the ferry which still served as the only means of crossing the lake was replaced by a bridge. Consequently, the St. Lucia estuary regained its popularity as an angling and holiday resort and started to show more and more signs of life and progress.

On the 1st September, 1939, the area up to the high water mark including all islands within the area known as St. Lucia Lake, False Bay Park and the Estuary was declared a game reserve in terms of Section 2(1) of Ordinance No. 6 of 1939 whilst the farm, St. Lucia Lands, at the estuary, was declared a Park within the meaning of the Ordinance.

The boundaries of the local authority area of St. Lucia Estuary were first defined by a proclamation of 1940, and developed at the St. Lucia estuary on land administered by the Natal Parks Board. An enlarged local authority area was re-affirmed by proclamation No. 54 of 1956. In this way a local authority arose within a Parks Board administered area.

Certain important planning factors arose from the particular location of St. Lucia Estuary:

- (i) No private land abutted on to the town area, which prevented the town area from expanding due to private developers laying out township lots;
- (ii) The town area did not front onto either the lake or the sea, which meant that water-orientated facilities could not be provided by the local authority. However, except for a camping site, all accommodation facilities lay within the local authority area;
- (iii) As there were thus two bodies (the Health Committee and the Natal Parks Board) who had an interest in the development of the estuary, it was difficult to co-ordinate planning and development. Although a Town Planning Scheme was drawn up for the town area, taking into consideration the existing and desirable future development outside the boundaries of the town, there was no adopted plan for the development of this adjoining land. For the abovementioned reasons there was potential for unhealthy competition and possible friction.

- (iv) Whilst the Health Committee was administratively equipped for local management, with the necessary participation of the private sector in this management, the town had not reached the stage where its income from rates was sufficient to provide those facilities expected of a holiday resort. Even if its territory (335 acres) were fully developed, it is doubtful whether the situation would have altered significantly.
- (v) Another important planning consideration concerned the locality of St. Lucia in a regional context. Even a superficial study of a map of the Zululand Region shows that there is very little private land on the Zululand coast which borders on to the Admiralty reserve. South of Richards Bay there is a limited area in the vicinity of Mtunzini. In Richards Bay itself lots will be available for residential occupation but it is obviously not being developed as a recreation resort.

At present only St. Lucia Estuary offers the private developer the possibility of acquiring land close to the sea and then to a very limited degree. From this, some idea can be formed of the degree of public pressure which could arise in the future for the ownership of residential or other types of premises in this neighbourhood.

The question then arises as to whether private persons, and more specifically the future residents of the Richards Bay complex, will generate a demand for owning some type of holiday residence of their own away from their area of employment.

As a result of recommendations made by a Committee appointed by the Executive Committee to investigate certain aspects of actual development of the St. Lucia Estuary Health Committee area, the Health Committee was dissolved and replaced by a Public Health Area under Proclamation No. 112 of 1973. A Regulated Area was, furthermore, introduced under Proclamation No. 113 of 1973 for the surrounding area known as St. Lucia Park.

2.2 RELATION TO THE ST. LUCIA LAKE

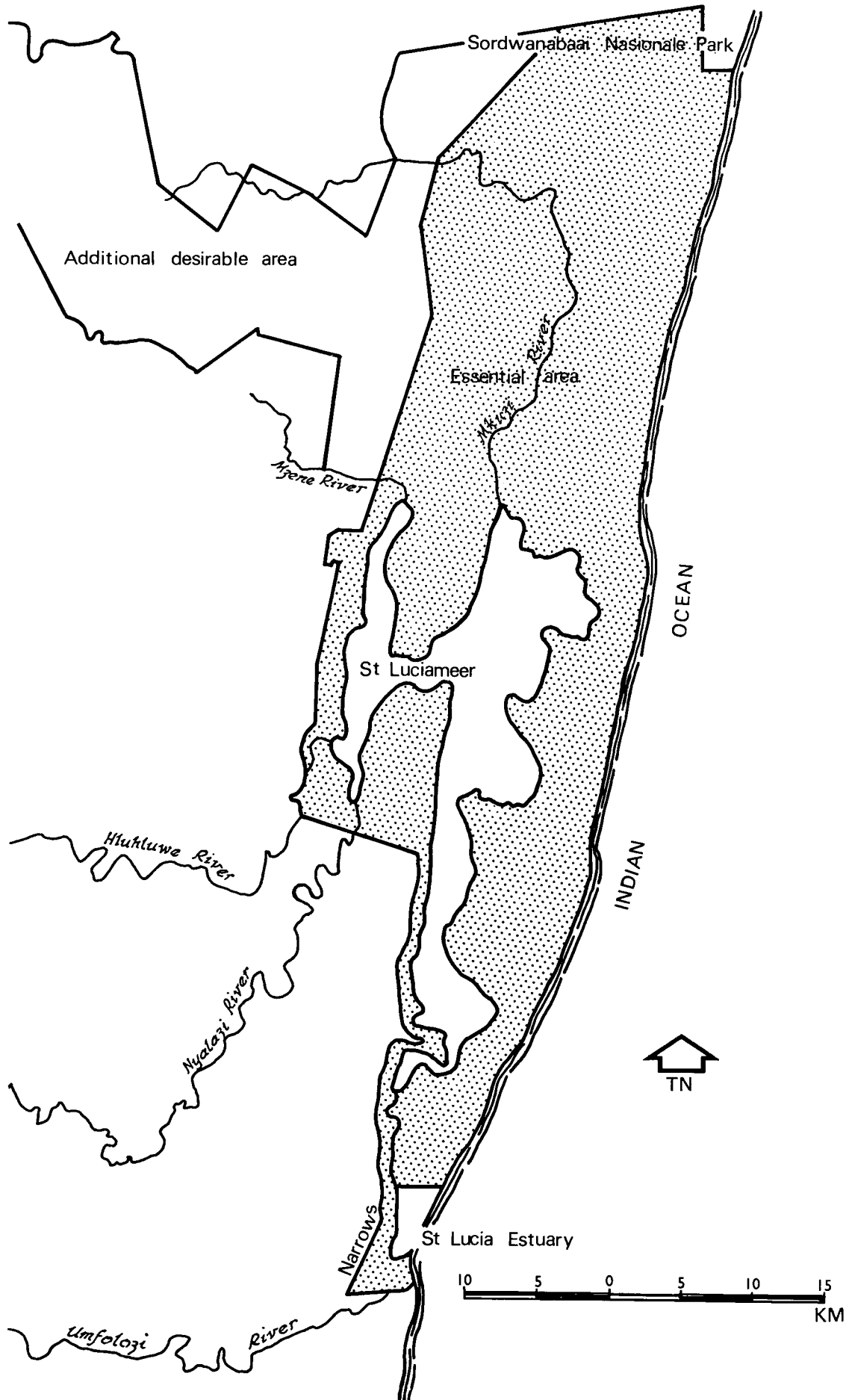
It is not intended to discuss the St. Lucia Lake system as such but only to mention some factors which have influenced or may influence the development at the St. Lucia estuary.

The lake itself has been more than fully discussed in the *Report of the Commission of Inquiry into the alleged threat to animal and plant life in St. Lucia Lake*. The press and popular reports have also given the matter a thorough airing. A plan showing this Commission's recommendation with regard to a nature conservation area for the St. Lucia Lake area, is enclosed.

It is important to note, however, that the silting up of the lake and the salinity of the water, has a marked effect on the holiday industry at the mouth of the lake, especially on the existing development and type of recreation attractions. Angling is the major and most renowned attraction which draws people to the St. Lucia estuary. Consequently, in the past, the facilities which have been provided, have been almost entirely based on this need.

PROPOSED NATURE CONSERVATION AREA
VOORGESTELDE NATUURBEWARINGSGEBIED

As by St Lucia Lake Commission of Enquiry
Soos deur St Luciameer Kommissie van Onderzoek



The result of basing development on a single attraction is that if that attraction were to be threatened, the whole recreation industry would be threatened. In the *Historical Background* (2.1) it is pointed out that during the closure of the mouth and the silting up of the lake in about 1952, St. Lucia Estuary virtually became a *ghost town*. With the dredging of the estuary the recreation industry revived dramatically, as is evident from the first table under paragraph 3.0 – *Visitors*.

It can thus be said that the greatest threat to the recreation industry at the St. Lucia estuary lies in its present mono-recreational attraction. The danger of the angling conditions declining once more (possibly for a completely different reason) will always exist.

The best precautionary measure for any economy which is based on a monosystem, has always been successful diversification. The diversification of the recreation industry at the St. Lucia estuary, seen in this light, is a necessity. The necessity for such diversification is also amplified by the particular location of St. Lucia within the Zululand of the future (as will be discussed at a later stage in the report).

2.3 EXISTING SITUATION

The St. Lucia estuary is included in the St. Lucia Park which forms the southern part of the 91 000 acre St. Lucia Game Reserve. Although there has been no development for the holiday maker on the surrounding land, a bridge over the lake leads to a rectangular area between the lake and the sea where provision has been made for more intensive development. The government township, St. Lucia Estuary, is situated here with a total area of almost 335 acres, as are developments by the Natal Parks Board, which include camping sites, jetties, a bait store-house and workshops.

Long-term reclamation of the lake and the estuary is being carried out by the Provincial Building Services which therefore has a more or less permanent interest in the St. Lucia Estuary.

There is a landing-strip for light aircraft to the north of the town. This replaced an earlier landing-strip east of the village as the latter was located undesirably close to the residential area.

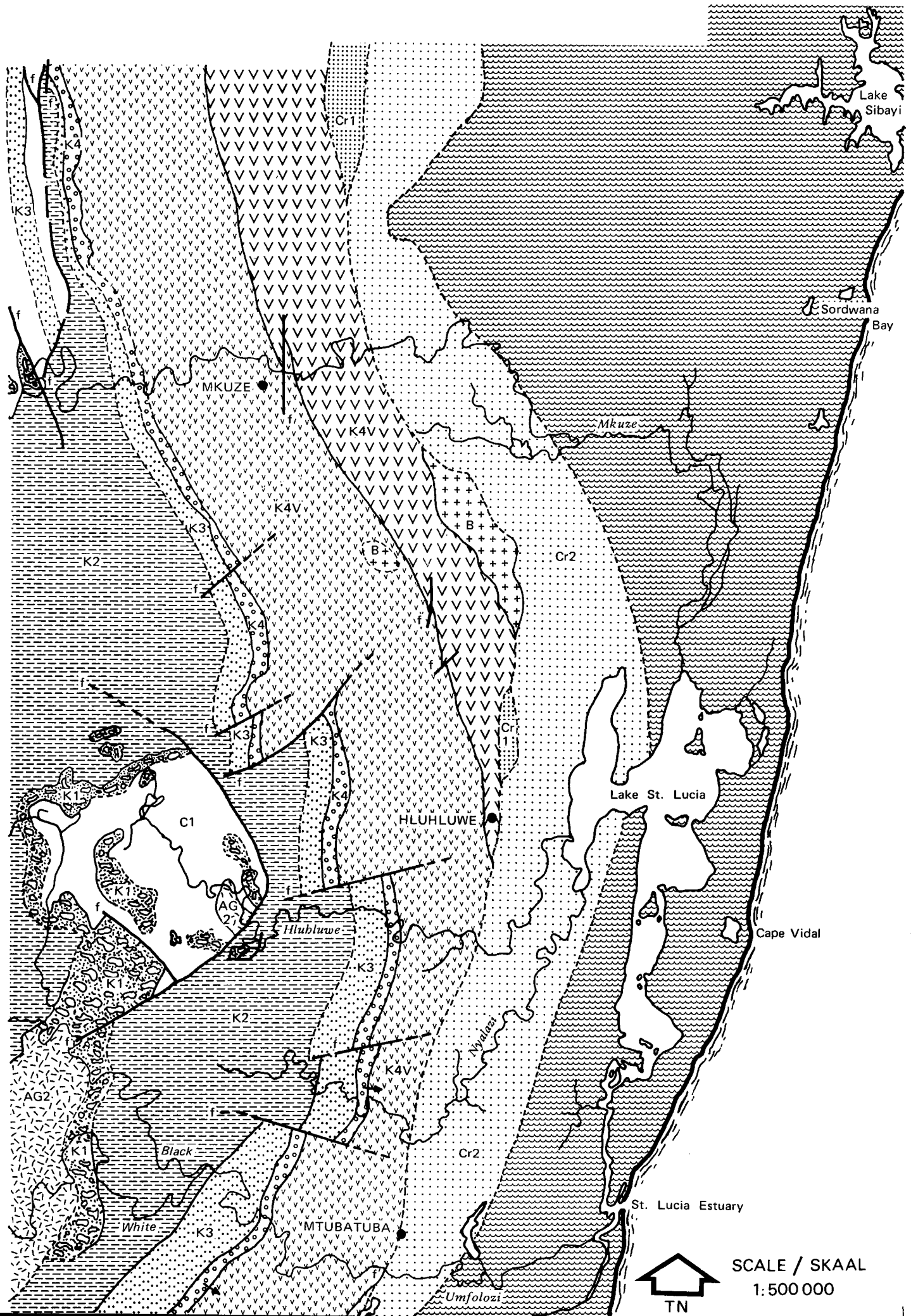
The better-known fish species found here which have made the St. Lucia estuary renowned for its angling potential are mullet, shad, salmon, bream, grunter, bass, kingklip, cod and naturally the ever-present shark. Although catches fluctuate the estuary remains popular with anglers.

2.4 LAND OCCUPATION IN ST. LUCIA ESTUARY

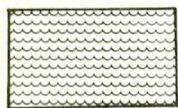
Of the 171 lots in St. Lucia Estuary, fourteen are not available for private development. These are lots which have either not yet been released by the Province, or which have been set aside for use by the local authority or central government. These lots are accordingly not taken into account when determining the percentage occupation. Occupation is based on a land use survey done during 1971.

St Lucia

Geological Map / Geologiese Kaart



Legend / Legende



Sand, gravel

Sand, gruis

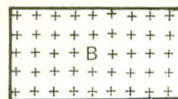
TERTIARY TO RECENT
TERSIER TOT RESENT



Sandstone, shale, limestone

Sandsteen, skalie, kalksteen

CRETACIOUS SYSTEM
SISTEEM KRYT



Conglomerate, volcanics and intrusives

Konglomeraat, vulkaniese en intrusiewe gesteentes



Rhyolite, pyroclasts

Rioliet, piroklaste



Basalt

Basalt

STORMBERG SERIES
SERIE STORMBERG

KARROO SYSTEM
SISTEEM KAROO



Sandstone, shale, mudstone

Sandsteen, skalie, moddersteen



Mudstone, shale, sandstone

Moddersteen, skalie, sandsteen

BEAUFORT SERIES
SERIE BEAUFORT



Conglomerate, sandstone, shale

Konglomeraat, sandsteen, skalie

CRETACIOUS SYSTEM
SISTEEM KRYT



Sandstone, shale, coal

Sandsteen, skalie, steenkool

ECCA SERIES
SERIE ECCA

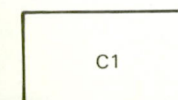
KARROO SYSTEM
SISTEEM KAROO



Tillite, shale, sandstone

Tilliet, skalie, sandsteen

DWYKA SERIES
SERIE DWYKA



Sandstone, shale

Sandsteen, skalie

TABLE MOUNTAIN
SERIES
SERIE TAFELBERG

CAPE SYSTEM
SISTEEM KAAP



Several types of granite, granitic gneiss, migmatite

Verskeie soorte graniet, granitiese gneis, migmatiet

ARCHAEOAN GRANITE
ARCHEIESE GRANIET

ARCHAEOAN COMPLEX
ARGEIESE KOMPLEX

Fault



Verskuiwing



Direction of dip of strata

Hellingsrigting van lae

The occupation of the town as a whole is about eighty-one per cent, whilst the occupation of existing lots in the area which has been zoned for special residential purposes under the Town Planning Scheme, is 75,2 per cent.

Although a large proportion of the lots which are at present zoned for general residential use, are occupied by buildings which are not used at the moment for the purpose, the occupation is 87,5 per cent.

These percentages show an urgent need for more land for General and Special Residential purposes. There is some doubt as to whether the best use of the limited development area can be achieved through ordinary township extensions or whether a more appropriate course would be to encourage more intensive development such as grouped or cluster housing under strict control of a statutory Planning Scheme.

There are 189 permanent residents in St. Lucia Estuary, of whom forty are connected with the Provincial Building Services' reclamation operations (wives and children inclusive).

A total of 164 people (including wives and children) own houses in the town, but live elsewhere, and it can be assumed that these houses are mainly used for holiday purposes.

Of the 114 houses in St. Lucia Estuary, thirty-two are occupied by pensioners. If it is assumed that the size of the average family on holiday is four, forty-one houses are owned by people outside St. Lucia. The 189 permanent residents occupy the balance of seventy-three houses, which gives an average house occupation of 2,6 – characteristic of an *elderly* population.

2.5 SERVICES

2.5.1 WATER

Water is at present supplied from two sources; from seepage water which can provide up to 110 000 litres per day and from a lagoon east of the town, between the sand dunes, which can provide 450 000 litres per day. As there is an enormous increase in the number of visitors to the town it would appear that the present scheme is already inadequate. It is estimated that by 1975 the demand will pass the million litre mark. Engineers have already commenced plans for an additional water scheme to supply water from the Mfolozi River. The scheme will eventually have a capacity of nearly three million litres per day and it is hoped that the first phase of the scheme will be completed fairly soon.

2.5.2 ELECTRICITY

In the past electricity was provided by a private firm. The Electricity Supply Commission's power supply reached St. Lucia recently and electricity is now obtained from this source.

2.5.3 SEWERAGE

The soil is very sandy and therefore drains very well, so that the present septic tank system is adequate. However, should greater development take

place, especially to serve holiday-makers and tourists, special attention will have to be given to this aspect.

2.5.4 STREETS

None of the streets or roads have at this stage been tarred and during rainy periods the road surfaces become unreliable. Engineers have already been instructed to give attention to this aspect and it is hoped that a start will be made very soon with the tarring of main streets in the town.

2.5.5 COMMERCIAL FACILITIES

The shops provide only the most basic requirements of the residents and holiday makers. There are at present only two general dealers, two tearooms, a butchery and a bottlestore. These businesses, together with a garage, do not form part of the town centre, but are spread over the western side of the town.

2.5.6 RECREATION FACILITIES

The development at the St. Lucia estuary is based upon the renown of its angling. For this reason little attention has, until now, been given to further recreation facilities. There are facilities though, for scenic cruises on the lake. Recently provision was made for cloakrooms close to the beach but a life saving service and anti-shark measures are still lacking.

2.5.7 OVERNIGHT FACILITIES

There are at present two hotels and five so-called *rest-camps* in the town itself. The *rest-camps* comprise a couple of interlinked or detached accommodation units with communal bath and kitchen facilities. Camping sites are provided mainly by the Natal Parks Board, although there are some smaller camping sites owned by private individuals in the town itself.

Although official statistics are not yet available, it would appear that in addition to the above approximately forty houses are owned by persons not permanently resident in St. Lucia Estuary, and which can thus be counted as holiday houses.

3.0 VISITORS

Statistics, based on the total number of nights which visitors spend at St. Lucia, showed a great increase in the number of visitors from 1966 to 1969, but from then onward they show a gradual decrease (see accompanying table).

YEAR	VISITORS' NIGHTS	CHANGE
1966	50 125	—
1968	99 590	49,3
1969	166 384	67,1
1970	152 696	-8,2
1971	151 869	-0,5

The reason for the decrease since 1969 is not known, but it might be the cumulative effect of two factors: the saturation of accommodation facilities during peak periods and rumours of a deterioration in the fishing conditions at the St. Lucia estuary.

In a survey which was conducted during the 1972 Easter weekend at the St. Lucia estuary, it was found that of the 308 cars which were counted at the estuary at five o'clock one afternoon, 172 were from the Transvaal and 118 from Natal (local visitors included). The complete result of the survey is shown as follows:

7TH APRIL, 1972 : VISITORS AT THE ST. LUCIA ESTUARY

ORIGIN	NUMBER	% OF TOTAL
Transvaal	172	55,9
Local	41	13,3
Rem. Natal	77	25,0
O.F.S.	13	4,2
C.P.	1	0,3
Other	4	1,3
TOTAL	308	100,0

Of the Transvaal visitors more than sixty per cent came from the Witwatersrand and vicinity.

An observation of significance was that thirty-seven per cent of all the *local* visitors came from Empangeni-Richards Bay region. Although local visits covered only thirteen per cent of the total, it must be noted that the survey was conducted in the later afternoon and that many people had probably already returned to their homes. This observation is of particular importance in determining the future recreational position of St. Lucia in Zululand; especially regarding the future Empangeni-Richards Bay complex. A more reliable survey is, however, necessary.

A survey of a similar nature which was conducted during the same weekend at the Parks Board camping site and during late evening at some of the *rest-camps* and one hotel, gives an indication of where the people who stop overnight at St. Lucia, come from. The result is shown in the following table:

7TH APRIL, 1972 : OVERNIGHT VISITORS TO ST. LUCIA ESTUARY

ORIGIN	NUMBER	% OF TOTAL
Transvaal	152	67,9
Local	4	1,8
Rem. Natal	55	24,5
O.F.S.	10	4,5
C.P.	3	1,3
Other	0	—
TOTAL	224	100,0

4.0 ST. LUCIA ESTUARY : THE FUTURE

To get some idea of how the St. Lucia estuary will probably develop in the future, it is necessary to establish --

- (i) its position in the Zululand Region of the future;
- (ii) by means of parallels elsewhere in South Africa or abroad, how similarly located resorts developed in the past.

This method is thus based on the acceptance that trends of the past can serve as a basis for projections into the future. It stands to reason that should a plan of any value be built on such a basis, it must be flexible, as altered demands in the future can hardly be foreseen.

4.1 THE FUTURE : REGIONAL PERSPECTIVE

St. Lucia is approximately eighty kilometres from the prospective industrial complex of Richards Bay. In terms of time this means a journey of about three quarters of an hour to an hour, which will probably not be an acceptable commuting distance for most people. With potential residential townships such as Kwambonambi and Mtubatuba closer to Richards Bay, commuting between St. Lucia and the prospective large employment complex will probably be minimal. As will be seen from the accompanying plan, however, it is situated close to an important future development axis between Richards Bay and the Witwatersrand. This location places St. Lucia in a favourable position for development.

At Scottburgh on the Natal South Coast, it is clear that although Scottburgh is twenty kilometres closer to Durban than St. Lucia to Richards Bay, a very small percentage of the population worked out of the town during 1953.

A certain percentage of the residents of the St. Lucia of the future, may however work out of town as there are already some factories (sugar and timber) in the vicinity. The great majority of the working population will however be employed locally by business enterprises and those enterprises specialising in the holiday trade.

There is no reason to believe that the present number of holiday makers at St. Lucia will decrease. On the contrary, once the road to the Witwatersrand has been completely tarred, a large number of the Transvalers who still go to Durban and the South Coast for their holidays could seek the closer coastal resorts in Zululand. The quoted statistics give an indication of the popularity which St. Lucia already enjoys with visitors from the north.

The relatively small percentage of visitors from Natal is significant. A great change might take place here in the future, although this is not predictable.

It can be accepted with a degree of certainty that the rôle of the daily visitor will become very important in the future in direct proportion to the increase in the population figures at Richards Bay and Empangeni. An indication of this can be deduced from the above survey at St. Lucia.

Although visits to St. Lucia have, in the past, been related to the angling conditions there, the situation is already changing and the change will be more marked in the future with the provision of more sophisticated facilities.

In summary, the rôle of St. Lucia in the Zululand region of the future can thus primarily be seen in terms of its function as a recreational resort and secondarily in its function as a home for those who operate the recreational facilities.

4.2 PARALLELS

(a) NATAL SOUTH COAST

Although any comparison between St. Lucia's possibilities and those of the Natal South Coast must be complicated by the fact that it represents one of the few points on the Zululand coast where a private person can start an enterprise, a comparison will still be of value in that an indication can be obtained of the composition of this type of resort.

In the *Natal North Coast Survey* (published by the Town and Regional Planning Commission of Natal) a study of Scottburgh (1953) was mentioned, which showed that approximately half of the *de facto* population (including visitors) were permanent residents. Of the permanent residents approximately three quarters were dependant on local employment whilst the remaining quarter comprised persons employed elsewhere and their dependants, pensioners and others.

It is significant that pensioners occupied only between four per cent and ten per cent of the existing accommodation, whereas the working population occupied between seventy-five per cent and eighty-three per cent.

Whilst ninety-two per cent of the visitors stayed in hotels, the remaining eight per cent stayed in cottages. It is estimated that the proportion of visitors who occupied holiday cottages on the South Coast as a whole, did not exceed ten per cent.

It was found in Scottburgh that 4,6 visitors *support* one permanent resident through the year. In Margate, on the lower South Coast, the relation was 5 : 1, or approximately seventeen visitors to one permanent family.

It was concluded that the housing composition of the average holiday resort on the North Coast will in future be as follows:

Local workers	:	65 per cent of the housing
Workers elsewhere	:	15 per cent of the housing
Pensioners and other non-workers	:	10 per cent of the housing
Holiday makers	:	10 per cent of the housing

Should the St. Lucia of the future be compared with the above picture, it is clear that there may be considerable changes in the present situation.

If it is accepted that the visitors who stay in cottages are on holiday for an average of thirty days per year, then only 2,5 per cent of all visitors to St. Lucia would stay in holiday cottages (the possible letting of holiday cottages not taken into consideration) against eight per cent for Scottburgh and an estimated ten per cent for the South Coast as a whole.

In contrast with the ninety-two per cent of visitors to Scottburgh who made use of hotel accommodation, St. Lucia at present mainly offers accommodation in the form of rest camps and camping sites. A very big change in this field might take place at St. Lucia.

The present low visitors-to-permanent residents ratio of about 2,2 : 1 in contrast to the 4,6 at Scottburgh and 5,0 at Margate, is probably mainly attributable to the large percentage of pensioners (estimated thirty per cent) and Provincial Administration employees (estimated twenty-five per cent) who are not dependent on the holiday industry.

The relation of permanent residents to non-permanent residents is approximately the same as at Scottburgh (1 : 1).

(b) FRANCE : PORT GRIMAUD

It has been concluded that the future rôle of St. Lucia will be as a recreation resort. Very few places on the Zululand coast possess this potential. In order to meet the future recreation demand, the few areas available for this purpose will have to be utilised intensively. Examples of similar situations can be found in other densely populated countries. One such example is Port Grimaud in the South of France.

Port Grimaud is situated on the gulf of Saint-Tropez. The development has its own character with a distinctive architecture, consisting of a catena of accommodation units from the Old Roman, Venetian, Spanish and other architectures. Some of the building materials were obtained from old buildings. The streets are narrow and the sea flows into the heart of the town. Each house has two frontages: on the water and onto a garden and street. While the buildings are integrated into the landscape, a carefully controlled diversity is obtained by means of variety in colour, sizes and in the horizontal line. All modern facilities are available: hotels, restaurants, shops, swimming baths, while boating and fishing remain prime attractions.

A feature is that the controlling company owned the land for the resort, and released it for development by private individuals subject to very rigid conditions. Building plans have been prepared in the following categories:

- (a) *Fishermen's houses* : a 5 room unit with two storeys.
± 96 square metres
- (b) *Large houses* : a 7 room unit with one or two storeys, up to
210 square metres
- (c) *Bungalows and
Apartments* : a 3 room units, ± 64 square metres

A prospective buyer can then select a plan of his choice, buy a lot and the company undertakes the building works in accordance with predetermined architectural specifications.

Caretakers attend to the building the whole year round.

5.0 PLANNING PROPOSALS

Zululand is one of the few places in South Africa where there is still a relatively undisturbed natural environment and wild life. The ever increasing demand by people for recreation, and their consequent demand for the necessary facilities, places such natural areas under constant pressure for recreational development, to the extent that facilities can destroy the natural environment. Unless development is canalized and concentrated on selected areas, the natural areas will be in danger of being overwhelmed by holiday makers who cannot satisfy their recreational needs elsewhere.

In the light of the planning proposals, St. Lucia can be seen as a centre for intensive recreation which, with others, can serve to draw the majority of the holiday makers away from those areas where protection of the natural environment is the main aim. Primarily, however, the purpose is for St. Lucia to develop so that it will be able to provide for a considerably wider spectrum of recreational opportunities than at present. As already shown, the recreation facilities were mainly focussed on the angler. There are practically no facilities for non-anglers (including women and children). One of the most important recommendations implicit in this report is, therefore, the provision of a more diversified recreation industry with a dual purpose of:

- (i) providing a wider variety of facilities for the convenience of a larger proportion of the holiday-making public, especially with a view to the expected increase in recreation demands from a developing Zululand; and
- (ii) establishing and safeguarding the economy of the holiday industry at St. Lucia, which is at present largely based on angling.

Development at St. Lucia should be planned in the national interest and not in the local interest only – ultimately tourists to St. Lucia will be drawn country-wide, and possibly from overseas.

St. Lucia has a large potential due to various factors which can be summarised as:

- (i) Fishing – in the sea and on the lake from the shore as well as from boats;
- (ii) Boating – power boats, skiing, sailing, rowing on the estuary and in the St. Lucia Lake system;
- (iii) Swimming – in the sea and in a protected lagoon: coupled with sun-bathing;
- (iv) Walking – in natural surroundings, in parks, on predetermined footpaths;
- (v) Nature Study – on foot or by boat: including a possible *Everglades* scheme which consists of a navigable canal system where nature life can be studied (details of the scheme will be worked out at a later stage);
- (vi) Sporting facilities, which can be provided;
- (vii) Day drives to Parks Board Nature Reserves and other nature areas.

It will naturally, not be possible to accommodate tourists unless recreation facilities are provided. This will require initial financing and the Province should take the initiative in playing the rôle of entrepreneur by providing services, facilities and accommodation. A development programme should be drawn up.

There is a need to provide reasonably priced accommodation. The scale of development should be intensive in order to accommodate a large number of people on a small area of land. In order to ensure harmonious development, there should be no development of individual lots without close attention to conditions concerning their appearance, and conditions ensuring proper maintenance. The possibility of developing a marina of the Port Grimaud type (possibly in an amended form) in the area between the present estuary and Maphelane, should not be overlooked. Details of this can be worked out at a later stage. This report deals with the present core development area. Emphasis should be on the natural environment which is at present characteristic of St. Lucia. It should be the aim to create a parklike appearance of the town by means of public open space systems, in spite of a density of development that will be considerably higher than that of an average town.

Turning now to the siting of development which ought to be encouraged in order to give expression to the abovementioned principles.

5.1 HIGH DENSITY HOTEL ACCOMMODATION

There are no large hotels at St. Lucia yet, but it is proposed that when the need arises, sites be provided in the vicinity of the existing Parks Board camping site. There are various reasons for the choice of this locality:

- (i) this is the closest serviceable land to the actual recreation centre of St. Lucia: the estuary, the beach and the potential bathing areas; and
- (ii) as there are no existing expensive buildings, streets or plots here, it offers a good opportunity for the optimum planning of the area, *de novo*.

This however, forms part of an area which could be developed as a marina, and development in this area should thus remain in abeyance until such time

as details have been worked out for the entire low lying area between this area and Maphelane.

The existing camping site can be moved in gradual stages or could be partly retained as a caravan and tent camp in association with the hotels. Hotel developers could, if they so desired, develop camping sites so that their recreational facilities (swimming, lawns, tennis, playgrounds, bowls, dancing, etc.) could be used more fully.

5.2 LOW DENSITY HOTELS, HOLIDAY CAMPS AND FLATS

It is proposed that smaller hotels, holiday camps and flats be developed in the area where they have already been established, namely, in the existing town area. Provision has already been made for this development in the Town Planning Scheme. Developers on lots which are so situated that they have access to the lake, could be permitted to provide recreational facilities between their premises (as they exist at present on the western side of McKenzie Road) and the lake. Public pedestrian access to the lake from McKenzie Road is already permitted in terms of the Town Planning Scheme.

5.3 CARAVAN PARKS AND CAMPING SITES

As already mentioned, caravan and camping sites can be provided in association with hotels of high density, on the existing Parks Board camping site. If necessary, the camp could be extended to the north with the caravan accommodation closest to the hotels and the camping sites further north. Common recreation facilities could form a suitable buffer between the two types of accommodation.

Another site for caravans and tents can be provided a good deal further north (see plan). There are unlimited development possibilities, abundant shady trees and an adjacent beach. The design of a camping site in this position must, however, be such that it will not be visible to bathers and other persons in the beach area or on the road.

5.4 A MULTIPURPOSE CHANNEL SYSTEM FOR THE AREA BETWEEN THE ESTUARY AND THE MFOLOZI RIVER.

A system of water channels and canals is at present under consideration for the area between the present estuary and the Mfolozi river. The purpose of these channels will be as follows:

- (i) to create a permanent open link between the estuary and the sea: the proposal at present under consideration is to join the estuary and the Mfolozi river mouths in the present Mfolozi river mouth position;
- (ii) to induct fresh water from the Mfolozi river into the estuary at a position to the north of the road bridge across the estuary;
- (iii) to create an *Everglades* scheme with a basic recreational function, consisting of a system of canals and islands with vegetation and wildlife, capable of being explored by boat.

5.5 SPECIAL RESIDENTIAL DEVELOPMENT

A number of houses of a high standard have been built in the eastern section of the town. This type of development may be extended in that direction – mainly as compensation for lots at present being used for special residential purposes but destined for general residential and commercial purposes.

The majority of these lots will be situated to the east of the town – land previously used as a landing strip. Ultimately, there will be a total of approximately 150 special residential lots.

It is considered essential that sales agreements should be framed to ensure that this limited number of lots will not be occupied by holiday houses – entrepreneurs and other permanent working inhabitants should receive preference.

5.6 GROUPED HOUSING

It is recommended that extension to the north of the town should take the form of grouped housing. Details of this shall be worked out in the town planning scheme.

5.7 TOWN CENTRE

As in any other town, the business and administrative centre of a holiday resort is an important focus for both permanent residents and visitors. The accompanying map shows the position as determined under the town planning scheme. Ample open space is available in this position to transform the centre into a pleasant focus for economic, administrative and recreational activity. Also the lots indicated on the Scheme Map (see town planning scheme) for future educational use can provisionally be developed as a park, as there will probably not be a need for a school for some years.

Places of public amusement (theatre, recreation hall and others) may be incorporated into the business centre. This will form a very important section of the town centre.

5.8 TRAFFIC

The main traffic route will be in the form of a circular drive as shown on the plan. Special attention should therefore be given to the development of this route. While a new two-lane bridge will become essential for the future flow of traffic, the present circular route can be retained and tarred. An alternative will, however, have to be found at a later stage for that portion of the route which runs through the high density part of the town (McKenzie Street) as the traffic generated on individual lots will conflict with heavy through traffic. Pelican Street can serve as that alternative. This is a wider road with the further advantage that it will increase the accessibility of the town centre.

5.9 THE LAGOON

As indicated on the plan, provision is made for high density hotels on the banks of the lagoon. The lagoon is regarded as a very valuable potential

attraction for bathers; especially those persons staying in the adjacent hotels. Provision has not yet been made to protect bathers from sharks, which could very easily be kept out of the lagoon. With relatively little difficulty this lagoon could offer enjoyable recreation to a large number of people. It cannot, however, be used indefinitely as substitute for the sea. The possibility of providing St. Lucia's beaches with shark-nets should be investigated as soon as possible.

Sight should not be lost of the fact that it might be possible to incorporate this lagoon into a larger marina type development in future.

5.10 THE LANDING STRIP

The existing landing strip on the eastern side of the town is at present being moved to a location further north. The ideal site for such a landing strip is considered to be on the western side of the town, on the western bank of the lake where it will not be in the path of future development in St. Lucia.

It is thus recommended that, should it become necessary to construct a landing strip of better quality or should the one presently under construction be in the path of development, a new landing strip should be built on the western side of the lake. The possibility of the noise of aeroplanes disturbing the campers and residents of St. Lucia Estuary will be greatly reduced here, while it will still be closely accessible to the town linking road.

5.11 THE FOREST SOUTH OF ST. LUCIA ESTUARY

The beautiful dune forest immediately south of the town (in the bend of the lake) must be preserved at all costs. It is therefore recommended that no development (including roads) be permitted there.

The forest as a whole can however, be made much more attractive to draw the public to visit it. Expert landscaping could make this forest a pleasure park for walks and for viewing indigenous plants and trees. Discreet planting of other indigenous species could also be undertaken.

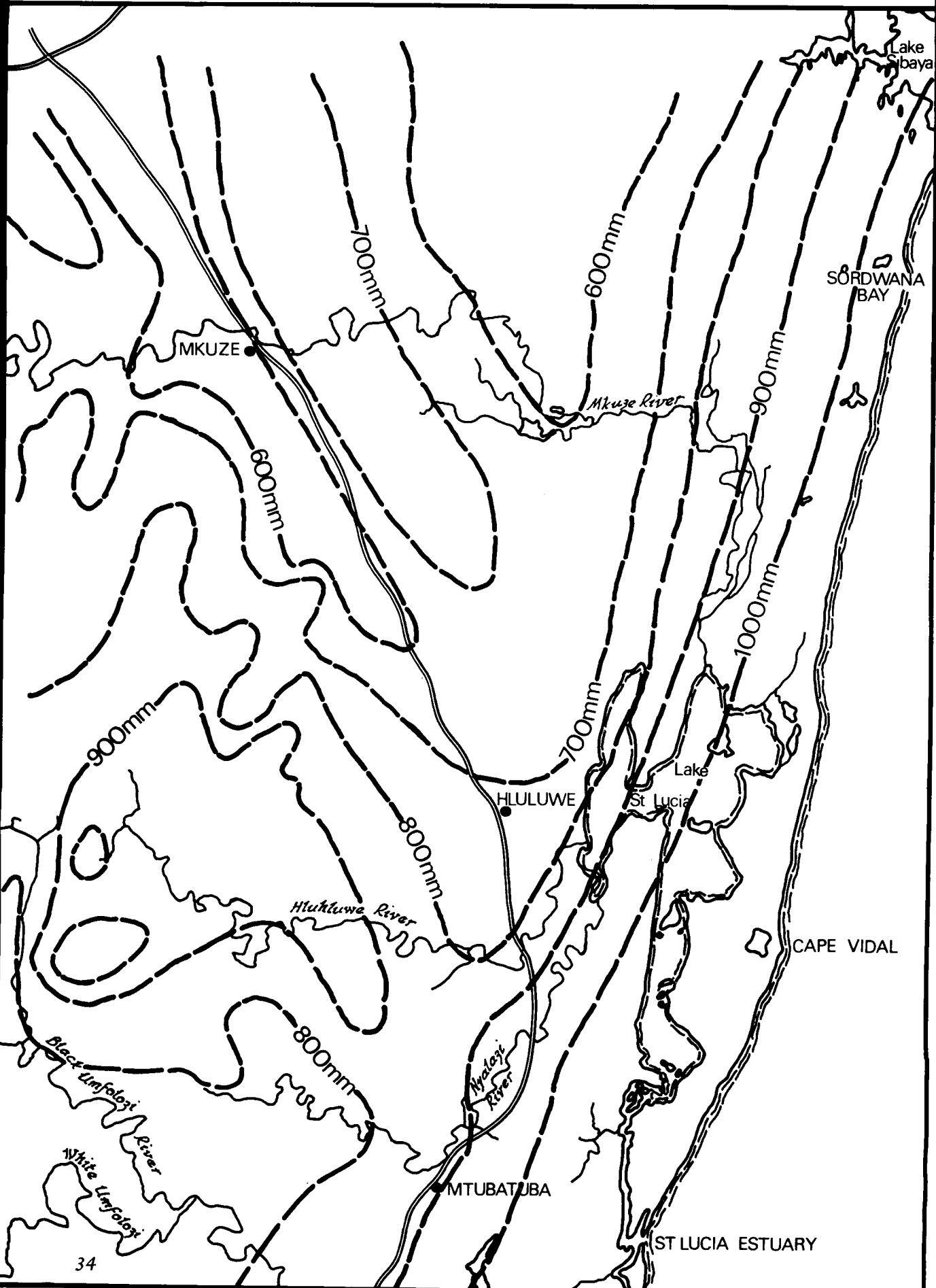
6.0 CONCLUDING SUMMARY

St. Lucia possesses tremendous potential for development as a prime recreational resort. It can become nationally and even internationally famous for its variety of attractions. Lagoon and sea fishing and boating; canals to explore, an *everglades* scheme to visit; nature trails in indigenous coastal vegetation; the springboard to boat tours along the vast St. Lucia Lake System; a point of departure for visits to the Zululand nature reserves and last but not least a foremost beauty spot with harmoniously designed holiday cottages and cabanas.

This report deals with the background and sets out the important planning factors which will affect the development of the potential of St. Lucia.

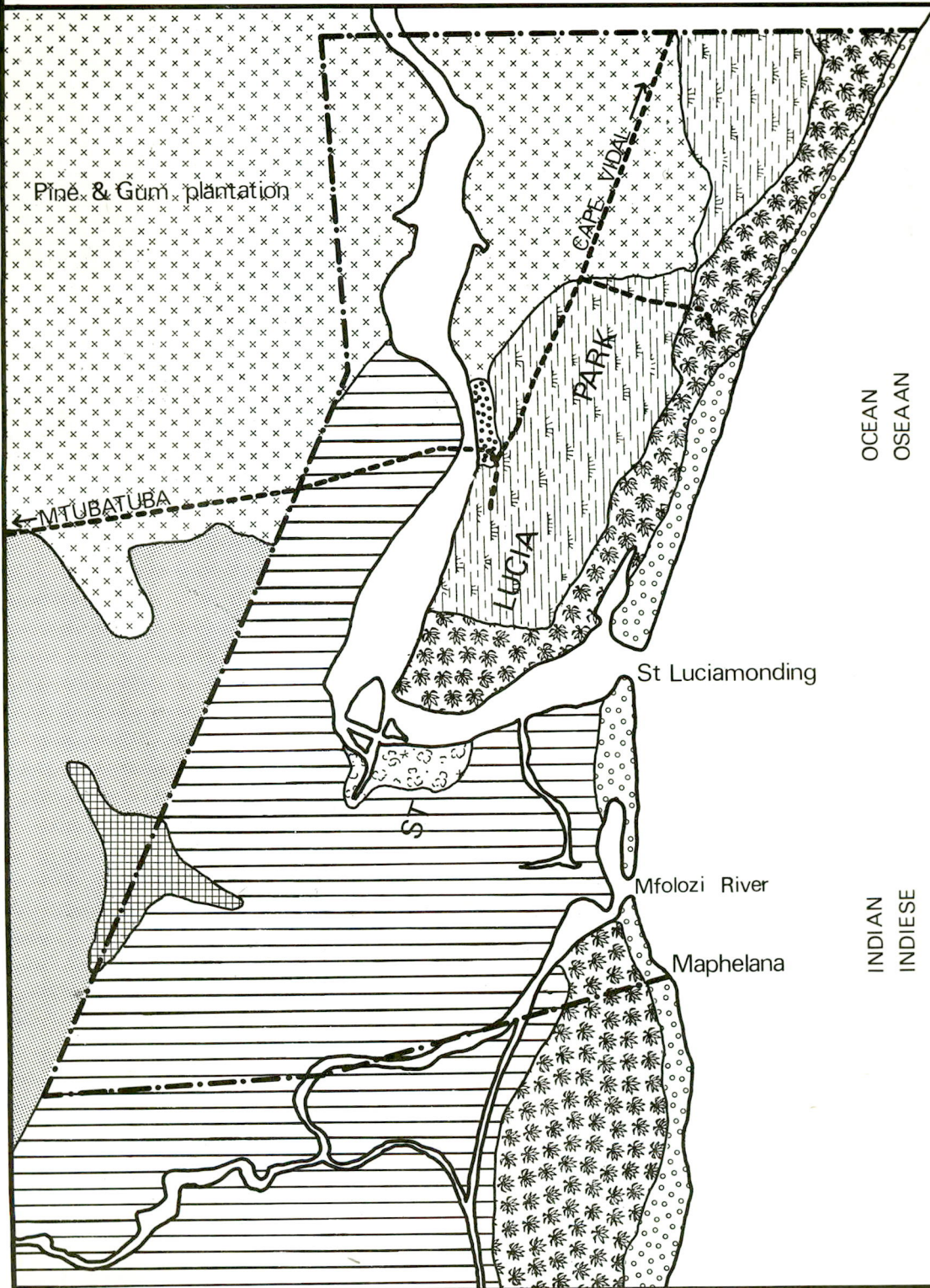
ST LUCIA RAINFALL ; REËNVAL



















By Department of Water Affairs
Volgens Departement van Waterwese



ST LUCIA VEGETATION ; PLANTGROEI

BY ; VOLGENS K.L. TINLEY

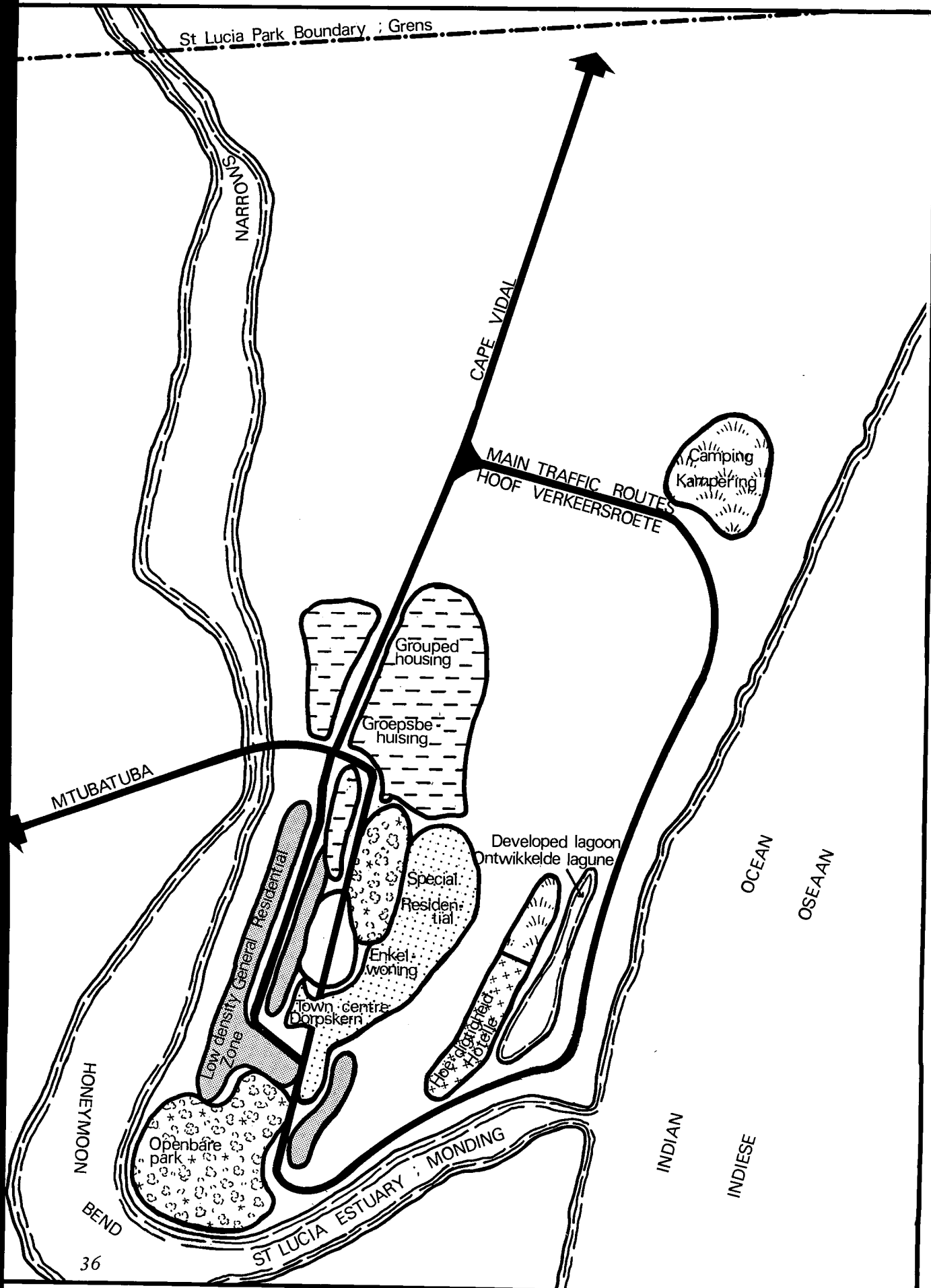


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|---|--|--|
|  Dune Forest |  Vlei Grassland |  Reedswamp |
|  Duinewoud |  Vleigras |  Rietmoerasse |
|  Pioneer Dune Vegetation |  Mangrove Forest |  Swamp Forest |
|  Pioneer - Duinplantegroei |  Wortelboomstand |  Moeraswoud |
|  Grassland & Umdoni Parkland |  Secondary Thicket & Woodland |  Coast Forest |
|  Grasland en Umdoni-Parkland |  Secondêre Ruigte en Bosveld |  Kuswoud |

SCALE 1:50 000

ST LUCIA

A DEVELOPMENT PLAN ; 'n ONTWIKKELINGSPLAN



36

SCALE 1:24 000

